

## Cooper, Carrie

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**From:** Peter Daniels [pdaniels@ci.west-allis.wi.us]  
**Sent:** Monday, May 19, 2008 5:04 PM  
**To:** Cooper, Carrie  
**Subject:** RE: Zoo Interchange Documents Mailing Today

Ms. Cooper,

The City of West Allis has reviewed the documents submitted to us on May 1, 2008 and has a few questions:

### Agency Coordination Plan:

- Why isn't MMSD listed as a participating agency; Debra Jensen attended the May 6 meeting?
- Why isn't Milwaukee County listed as a participating agency; they are currently the maintaining agency for the Zoo Interchange and presumably will also be charged with maintaining the new pavement and drainage structures?
- The expectations for Cooperating Agencies generally includes *"using their own resources and funds"*, but this is not stated for Participating Agencies. Are there situations where Participating Agencies may be compensated for their efforts?

### Impact Analysis Methodology Document

- Will the proposed West Allis Cross-town Bike Trail be evaluated under the Section 4(f) Policy Paper even though it will be built on leased We Energies land?
- The storm water impacts will be evaluated according to the WisDOT/DNR Cooperative Agreement. Why are MMSD Chapter 13 regulations not applicable? Is the WisDOT/DNR Cooperative Agreement as stringent as the requirements in the Wisconsin Pollution Discharge Elimination System (WPDES)(NR 216)?

### Purpose and Need Document

- No comments

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**From:** Cooper, Carrie [mailto:carrie.cooper@dot.state.wi.us]  
**Sent:** Thursday, May 01, 2008 12:25 PM  
**To:** 'kamke.sherry@epa.gov'; Polenske, Jeff; 'dale.j.pfeiffle@usace.army.mil'; 'bkappel@wauwatosa.net'; Thompson, Michael C - DNR; Peter Daniels  
**Cc:** Webb, Charlie  
**Subject:** Zoo Interchange Documents Mailing Today

We are mailing three documents to you today to review in your role as Participating Agencies for WisDOT and FHWA study of the Zoo Interchange.

The draft documents are the Agency Coordination Plan, the Impact Assessment Methodology Document, and the Purpose and Need Statement. The cover letter will provide more information on the content of the document and the requested review timeframe.

Thank you,

## Cooper, Carrie

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**From:** Cooper, Carrie  
**Sent:** Monday, June 30, 2008 5:12 PM  
**To:** 'Peter Daniels'  
**Cc:** Webb, Charlie  
**Subject:** RE: Zoo Interchange Documents Mailing Today

Hi Peter-

I have included responses to your questions below. If you have any other questions about this or the Greenfield Avenue project, don't hesitate to ask and I will do my best to track down an answer.

Thanks,

Carrie

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Carrie Cooper  
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-----Original Message-----

**From:** Peter Daniels [mailto:pdaniels@ci.west-allis.wi.us]  
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**To:** Cooper, Carrie  
**Subject:** RE: Zoo Interchange Documents Mailing Today

Ms. Cooper,

The City of West Allis has reviewed the documents submitted to us on May 1, 2008 and has a few questions:

Agency Coordination Plan:

-Why isn't MMSD listed as a participating agency; Debra Jensen attended the May 6 meeting?  
*MMSD is really considered a utility and not a local government and they will be involved in the Zoo Interchange project as part of their role on the Technical Advisory Committee (TAC).*

-Why isn't Milwaukee County listed as a participating agency; they are currently the maintaining agency for the Zoo Interchange and presumably will also be charged with maintaining the new pavement and drainage structures?

*Milwaukee County was invited, but did respond to our request to be a participating agency.*

-The expectations for Cooperating Agencies generally includes "using their own resources and funds", but this is not stated for Participating Agencies. Are there situations where Participating Agencies may be



compensated for their efforts?

*There is no compensation for participating agencies.*

#### Impact Analysis Methodology Document

-Will the proposed West Allis Cross-town Bike Trail be evaluated under the Section 4(f) Policy Paper even though it will be built on leased We Energies land?

*There will most likely be a 4(f) evaluation for the Cross-town Bike Trail, but we are investigating the details for bike trails.*

-The storm water impacts will be evaluated according to the WisDOT/DNR Cooperative Agreement. Why are MMSD Chapter 13 regulations not applicable? Is the WisDOT/DNR Cooperative Agreement as stringent as the requirements in the Wisconsin Pollution Discharge Elimination System (WPDES)(NR 216)?

*The following is a summarized statement from our stormwater engineer to MMSD: WisDOT incorporates best management practices to control storm water impacts from transportation projects. Although WisDOT is not required to follow MMSD Chapter 13 rules, we have always taken, and will continue to take into consideration both quantity and quality impacts, no matter how small or big the project is. As you may know, the Department must follow its own set of rules for its transportation projects - TRANS 401. These rules have the force and effect of law.*

#### Purpose and Need Document

-No comments

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**From:** Cooper, Carrie [mailto:carrie.cooper@dot.state.wi.us]

**Sent:** Thursday, May 01, 2008 12:25 PM

**To:** 'kamke.sherry@epa.gov'; Polenske, Jeff; 'dale.j.pfeiffle@usace.army.mil'; 'bkappel@wauwatosa.net'; Thompson, Michael C - DNR; Peter Daniels

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Thank you,

Carrie Cooper

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Carrie Cooper  
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141 NW Barstow Street



**MAYOR'S OFFICE**

**Dan Devine**  
*Mayor*

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November 20, 2008

Ms. Donna Brown,  
Zoo Interchange Project Director  
Wisconsin Department of Transportation Southeast Region  
Southeast Freeway Urban Planning Unit  
141 NW Barstow Street  
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Waukesha WI 53187-0798

Subject: Zoo Interchange

Dear Ms. Brown:

The City of West Allis would like to thank you for meeting with us on November 7; the discussion of several issues surrounding the Zoo Interchange project was very productive. The City would like to offer the following comments on the alternatives presented in the draft EIS document for the Zoo Interchange project.

**South 76<sup>th</sup> Street**

The City is concerned about the effect that potentially relocated freeway ramps may have on our City street system. The City believes that traffic volumes will increase significantly on S. 76<sup>th</sup> Street under the Modernization Alternative 1 (M1). The potential relocation of the eastbound exit ramp and westbound entrance ramps to the east side of S. 84<sup>th</sup> Street (STH 181) would undoubtedly encourage more motorists to use S. 76<sup>th</sup> Street to access the freeway. We do not believe all motorists will choose to use the Texas U-turn because it will potentially add up to a mile to their trip. This belief is reinforced by the fact that after traveling the additional mile, the driver will encounter a very congested intersection at 84<sup>th</sup> Street. It won't take long for drivers to figure out that using 76<sup>th</sup> Street is easier. Therefore, we are very eager to see traffic projections on all of our surface streets under the various alternatives after the interchange is completed.

South 76<sup>th</sup> Street has almost exclusively residential land uses adjacent. The current traffic volumes on S. 76<sup>th</sup> St. are 11,100 vpd and the divided 42' pavement can only accommodate one lane of traffic in each direction even if parking were to be prohibited on both sides. This street will be resurfaced in 2012 under a State contract (ID 2160-14-00). We did not intend to change the pavement width or number of traffic lanes at that time since it is only planned as a



resurfacing project. The City of Milwaukee has also expressed to us an interest in reconstructing their adjacent segment of S. 76<sup>th</sup> at the same time.

State Fair Park does have access from S. 76<sup>th</sup> Street to their Gate 9 (at Pierce Street) and there is an existing traffic signal at this location that is only used very briefly during State Fair (for 2 days out of 365 days in a year). A thorough investigation of proposed traffic patterns into and around State Fair would be necessary to evaluate the different freeway ramp locations. Unfortunately, all of our attempts to obtain a comprehensive and unified traffic analysis from State Fair Park have failed. The relationships between the many different entities at the park, such as the **State Fair Park Board** (reporting to the Wisconsin Department of Tourism), **Capital Police** (reporting directly to the Wisconsin Department of Administration), **Wisconsin Exposition Center, Petit Center and Milwaukee Mile** have historically been strained.

#### South 84<sup>th</sup> Street

The City would prefer the construction of Modernization Alternative 3 (M3) since it retains access to South 84<sup>th</sup> Street as it currently exists. South 84<sup>th</sup> Street is designated as a Connecting Highway for STH 181. The current 52' pavement was constructed in 1984 by WisDOT to accommodate larger traffic volumes (14,000 vpd currently) with 4 lanes of traffic if the limited parking were prohibited. In 2005, WisDOT installed a new radio frequency interconnected traffic signal system and new actuated traffic signals on S. 84th St. at Greenfield Ave. and Gates 3 and 5 of State Fair Park (ID 2165-03-30). South 84<sup>th</sup> Street has many more commercial land uses adjacent and there is a greater potential for other development to occur along this street.

#### West Greenfield Avenue Off Ramp

The City would also prefer to keep access to Greenfield Avenue available from all directions on the freeway. This allows for additional access routes to State Fair Park as well as the numerous commercial opportunities along STH 100.

The City has several water mains, sanitary sewers, storm sewers and electrical circuits that cross the freeway. At our preliminary meetings with the utility team, we were told that we would be required to contribute 10% towards the relocation of our water main that currently hangs on the Greenfield Avenue bridge. Our records indicate that during the initial construction of the freeway in 1962, the City was fully reimbursed for any utility work associated with freeway construction.

The City also looks forward to working closely with WisDOT on the W. Greenfield Avenue (STH 59) reconstruction/resurfacing project (ID 2230-14-00). WisDOT did not consult or even formally inform the City that **KL Engineering, Inc.** in Madison was selected back on June 18, 2008 to design this project. The City anticipates an extensive amount of water main, sanitary sewer and street lighting work with this project that will significantly affect the timing of this project. In addition, the City is very concerned about storm water quality associated with this project. WisDOT constructed portions of this roadway in 1962 and 1977 without any sumps in the inlets. In 2004, WisDOT also informed us during the Greenfield Ave. hazard elimination project (ID 2230-13-70), that sumps could not be installed.



### Storm Water Quality

The majority of storm water from the Zoo Interchange drains through a large 96" trunk storm sewer with an outfall into **Underwood Creek**. We recently received complaints from MMSD and nearby residents that this outfall was almost completely clogged.

The City of West Allis is required to comply with **WDNR administrative rules (NR 216)** including the use of the DNR's "Source Loading and Management Model" (SLAMM) to estimate pollutants such as total suspended solids (TSS) and total lead (TPb). This model indicates that a significant source of non point source pollutants is from the freeway due to their heavy traffic levels. In fact, the TSS and TPb levels coming from the freeway corridor are among the highest in the entire City. The City of West Allis cannot be expected to accommodate the clean up of these pollutants on behalf of WisDOT.

The existing Zoo Interchange was also constructed with **storm inlets (without sumps)** instead of catch basins (with sumps). Because of this decision in 1962, all pollutants are washed directly into Underwood Creek instead of being captured in a sump for later removal (the incentive for this decision was that WisDOT was spared the required annual maintenance costs of cleaning out these sumps). The sump is designed to settle out large particles and other heavy materials.

### West Allis Bike Trail

The City has been in frequent contact with WisDOT and WisDNR regarding the routing of a detour for the Hank Aaron Bike Trail over the City's own proposed bike trail. The City's own bike trail project, that was initially authorized to begin expenditures on March 29, **2005**, has experienced several setbacks throughout the years.

On September 18, 2008, Greg Baer from WisDOT's Rails & Harbors Section, Rail Engineering & Safety Unit, sent a letter to Union Pacific Railroad requesting preliminary engineering estimates for both the alternatives developed over three years ago to cross the railroad with the bike trail. The first alternative is an **at grade crossing** which would include the closure of another crossing elsewhere. The second alternative is a **tunnel crossing** which would require a 30-hour closing of the tracks. We have not received a response from the railroad even though a 6-week period was discussed at a meeting with Union Pacific on August 6, 2008.

We would hope that the portion of the proposed trail directly under the "Belton" I-894 Bridge could eventually be straightened out by lengthening the bridge slightly (instead of the current configuration which infringes on Union Pacific ROW) so that the entire trail can remain on We Energies ROW. We Energies has already granted preliminary approval for a trail license on their ROW.

### Noise Analysis for Environmental Assessment

The City has received numerous requests for noise abatement from the residents who live near the freeway. Many residents claim that promises had been made throughout the years for noise abatement along the existing freeway but they never materialized.